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## THE NEED FOR COORDINATING MUNICIPAL, STATE AND NATIONAL ACTIVITIES

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The customary attitude of the citizen toward the government is one of complaint. Toward the officer, the average citizen assumes an air of superior wisdom. He is sure that he himself would be able to direct any public office in a very effective manner. While formally deferential, a reported shortcoming or complaint causes the citizen to question the officer's motives, his judgment, his ability.

### *The Citizen and the Government*

This may be one of the necessary results of popular sovereignty but under present conditions the feeling of citizen-superiority is much mixed with a feeling that the sovereign is being victimized by a group of inefficient conspiring public servants. No complaint is heard, however, which suggests that there is anything the matter with the sovereign. In order that we may put ourselves in an attitude of fairmindedness toward the public officer let us as citizens ask ourselves a few questions:

How much thought do we give to the problems with which officers of government are confronted?

How many of us who are complaining about waste and inefficiency in public service know:

What the government really is.

What the government is doing.

What are the conditions surrounding the public servant who is being criticised?

What results are being obtained?

What is the matter with these results?

What changes in equipment, in conditions, in institutional methods, in qualifications of persons charged with official duties are necessary in order that the officer may obtain the best results?

Is the citizen, our popular sovereign, discharging his full duty and responsibility?

Does the citizen (man and woman) know what are his unused powers, his duties, his responsibilities—what it is necessary for the citizen to do in order that the officer may be made effective as a public servant?

It is commonly assumed that the property owner and the taxpayer is the one who is primarily interested in the economic management—in waste and inefficiency of government. This theory has been skilfully taught and is commonly accepted. Is it true? If we go to full length in the consideration of what a vigorous, well-ordered, responsive and responsible government may do for the protection of property may not all this and much more be said for the need of a well-ordered responsive and responsible government for the protection of the individual?

Democratic government was not devised for the protection of private property—this has been only an incident. Through centuries of conflict it has been evolved as the welfare agency of the individual. It is the instrument created for the protection of the man as man whether he be rich or poor. It is the organized means for shielding the individual from what otherwise would be destructive evils of social and economic conditions for which the individual is not responsible. Without a dominant controlling agency more powerful than any combination of private interests, not only would the individual suffer but the limitations of society would make progress impossible.

Taxation is only the means employed for equating the cost of service rendered or to be rendered by the government. If the officer is inefficient it is not the taxpayer as taxpayer who suffers but the citizen—each individual beneficiary of the trust fund created by means of taxation. With growth of great centers of population, with increasing need for governmental activity, subversion of revenue and waste of public resources becomes a more direct loss to the weak than to the strong. This is necessarily so for the reason that persons of large private fortunes may provide the means for protecting themselves; being protected in the ownership and use of properties acquired they are able to obtain wholesome food and surroundings, comfort and enjoyment. Persons who have less fortune must depend for wholesomeness of food, for healthfulness of

surroundings, for comfort and enjoyment on government undertakings, government regulations and control. The hope of the individual lies in efficient government—in the most painstaking administration of the funds and resources that have been placed in the hands of officers for welfare uses.

### *Our Government a Group of Incorporated Public Agencies*

The services and expenditures incident to government are not those of a single agency, but of a long list of agencies. Our government is made up of a group of public corporations, each of which holds its charter from the people direct or from the representatives of the people. In order to protect the individual against the usurpation of power by persons clothed with authority, democratic government has been so incorporated that each agency (and within each agency, each officer) has a strictly limited jurisdiction. That is, there is no one officer, or group of officers or corporation which is permitted to hold the balance of power.

The very complexity of our organization makes the problem of government difficult.

The purpose of this paper is not to consider the loss to the commonwealth due to inefficient management of public affairs, but to point to the lack of intelligent consideration of the needs of the people and of what the government is doing to meet these needs.

### *The Magnitude of the Business to be Considered*

The government is spending not less than eight millions of dollars each day for public welfare ends. It has undertaken to render service almost as varied in kind and exacting in technical requirements as the combined employments and activities of the people in private life. Yet the fact remains that we have not provided ourselves or our officers with the means of obtaining information about what is going on, nor have we as citizens given to the subject enough thought to decide what manner of information we need. The government has suffered more from citizen neglect than it has from official incompetence. If each citizen were to keep an accurate record of his thoughts, the average time devoted to gaining exact information as a basis for thinking about matters of public concern would be found to be almost negligible. In consequence those officers who are devoting themselves to public service are harshly

criticised by an ignorant public who become mere tale-bearers and *a priori* statesmen; the officer is thwarted by selfish interests, in the end discouraged—not because of the inherently greater difficulties of the problem of public business as such, but by reason of the ability of designing individuals to get the attention of the public—to obtain audience with the citizen as sovereign for the consideration of plausible complaints about officers, while the officer himself, who is working for better things, is not able to obtain respectful attention for his constructive proposals.

*Character of Information Required for Efficient Management of  
Group Organization*

The one thing which a shareholder in a group of private corporations insists on is an up-to-date statement of facts; the one thing that each trustee of a corporation in a complementary group insists on as a guide to judgment with respect to the policy is an up-to-date statement of facts; the one thing that the executive of a great private corporation finds indispensable is an up-to-date statement of facts. To be useful these must not only be up to date, but the many details must be so analyzed and summarized that the shareholder, the trustee, the officer may catch at a glance the significant changes—the conditions and results to which attention should be given.

The one thing that the citizen (the large shareholder in a group of public corporation), the legislator, the officer should insist on is an up-to-date statement of facts; one from which the citizen, the legislator, executive officer may catch at a glance the significant changes—the conditions and results to which attention should be given. These statements of facts should be so analyzed and summarized that the significant relations may be readily grasped not only for each corporation but for all. To do this the statements of fact should be prepared on common lines. That is, since each corporation is only a part of a whole which constitutes the government, since the powers, duties and responsibilities of each have been divided simply for organization reasons, but all have been created to serve the common needs of the people, each of the statements of fact should represent its part. Ability to state facts on common lines depends on the finding of a common basis for classification for each. This is found in the common welfare purposes of the government—

the part taken by each in the performance of functions prescribed for serving common ends.

Having in mind this basal need of the citizen, the legislator, the officer, for complete and up-to-date statement of facts concerning the activities of the government, and for having these facts grouped according to common activities or functions, it is of interest to note how far the American people have provided themselves—how far short we have fallen in our public corporate organization as compared with private corporate organizations.

### *Ignorance of Public Affairs a Menace to Honesty and Efficiency*

An ignorant public is a constant menace to the officer who wishes to do his duty. An informed public is the best insurance that a public-spirited officer may have against the wiles of the "grafter boss." For lack of exact data public opinion is not cast in an exact mold. The "will of the people" is an emotional reaction actuated and controlled by the "Committee on Rumor." The "Committee on Rumor" is the convenient tool of selfish interests. This is the kind of public opinion which surrounds both citizen and officer. This is the background for executive action. The "Committee on Rumor" is in turn actuated by a selfish group of spoilsmen that dominates our institutions, our policies and our politics and will continue to do so as long as complete, accurate and prompt information is not made available in form which may be readily assimilated. Waste and inefficiency in government is the natural result of inability on the part of citizens and on the part of officers serving them to see the problem of government in perspective and to think intelligently about questions which are presented for expression of opinion and for action. The loss to the public is not expressed by the millions of resources that are directly wasted in the conduct of public enterprise but in the indirect results—in failure of the government to reach out and control those energies and institutions which have been organized for anti-social ends, in the waste of public resources resulting from failure to conserve the health, welfare, happiness of the individual. The demand for efficiency must go farther than to require that the government shall get a dollar for every dollar spent; it must constitute a demand that the government is doing the thing most needed, is conserving those ends and purposes which can not be adequately reached through private undertakings.

*What is Involved in being Intelligent about City, State and Nation?*

Broadly speaking, the many agencies which have been organized for the promotion of general welfare may be considered as of three classes—municipal, state, and national. The need for the coordination of municipal, state and national activities is the need for bringing into effective working relation all of the many parts of the group of governing institutions that have been established for the common good. It is a need for a more enlightened citizenship as a background for more effective service. It is a need for a new kind of civics in our schools; a new type of civic organization by means of which citizens as citizens outside of the government may be able intelligently and effectively to co-operate with officials. It is a need for a new standard of expressions for organs of publicity; a need for perspective which will enable each citizen to see what are the ends and purposes of each great commonwealth, what its complex machinery for rendering service; it is a need for intelligent consideration of the organization, personnel and equipment best adapted to make the officer efficient in doing the many kinds of work undertaken by the government. Initially, it is a need for more effective means whereby both the citizen and officer may have brought before them a complete, accurate and prompt statement of facts which will represent what is taking place, which will get before the minds of thinking individuals such summaries of result as may be brought to the test of enlightened judgment.

Within its field the national government is spending approximately one thousand million dollars annually. Cities having a population over thirty thousand are spending each year more than the national government. Besides these are states, minor cities and towns, counties, townships, and other local jurisdictions, each organized for general welfare purposes, each of which is spending its quota. It is commonly assumed that it is not necessary for the alderman, the mayor, the administrative head of a municipality to know what is being done by the state and national government, what is being done by the various county and other local agencies. Similarly it has been assumed that this information would not add to the effectiveness of either state or national administration or to the intelligence of national or state citizenship. The assumption is obviously wrong. How may the congress or the President of the United States think about what legislation is needed for the country

as a whole; what administrative measures should be taken by the federal government looking toward the protection of health, unless they may know what the several states and many cities are doing to protect the health of citizens within their respective jurisdictions; how may each of these many agencies have before them the problem of education; how may each of them think about the organization which should be provided, what funds should be provided, what equipment is necessary, what the administrative requirements in order to meet the demands of the people for better education, the better training of the young, unless persons charged with responsibility for controlling the activities of each of these several agencies, unless each may know what the other is doing? The necessary background for thinking about any of the questions related to government must be:

Exact information pertaining to the needs of the people.

Exact data with respect to the manner in which each agency is provided for these needs.

### *Provisions Made for Obtaining Information About the National Government*

If a citizen were to undertake to inform himself about the government of the United States he would have before him a life work. Until recently there was no means whereby he might readily ascertain how the government was organized.<sup>1</sup> There is no one place where one can go to find out what the government is doing or what results are being obtained. To get even a partial story of activities and performances it would be necessary to rummage the libraries and records of every department and independent establishment at Washington. Even the preparation of a statement of expenditures for work would require the analysis and recapitulation of reports prepared in pursuance to ninety different acts of congress which result in nearly two hundred reports relating to financial matters. The hopelessness of the quest further appears when it is found that in no two departments and in many instances in no two bureaus in the same department is the same classification used. It is therefore quite impossible to get together a statement of expenditures

<sup>1</sup> House Document No. 458, Sixty-second Congress, Second Session, is the first statement of the kind. This was prepared by the President's Commission on Economy and Efficiency as of July 17, 1911. It was transmitted to Congress January 17, 1912, and ordered published.



which will show the cost of activities for the government as a whole.

The hopelessness of such endeavor and the need for data of a kind which will enable one to know what the government is doing and what is the cost of each kind of service rendered, led President Taft to request each department and office to analyze its expenditures for 1911 on a common basis. This will be completed shortly when it may be available. Under the supervision of the commission on economy and efficiency, each bureau and office was asked to make return on a form which would show for each organization unit and kind of work:

1. The character of expenditures, i. e., expenditures so classified as to show, cost of:
  - (a) Administration and other overhead charges.
  - (b) Expenses:
    - Operation.
    - Maintenance.
  - (c) Capital outlays (including payment of debt).
  - (d) Fixed charges (including pensions, interest, etc.).
  - (e) Contingencies and losses.
2. The method of financing, i. e., appropriation bills and character of grants under which expenditures were authorized.

The data thus obtained has enabled the commission not only to bring together the data of expenditures for the government as a whole, but to give a complete financial picture of the cost of:

Work done, expressed in terms of organization.

Work done, expressed in terms of character of expenditures.

Work done, expressed in terms of methods of financing.

Organization expressed in terms of character of expenditures.

Organization expressed in terms of methods of financing.

Character of expenditures expressed in terms of methods of financing—i. e., the method of financing current expenses, capital outlays, fixed charges, etc.

At the same time a complete analysis was made of appropriations for the year 1912 and of estimates for 1913. Such results, if presented currently, it is thought will enable members of congress, the President and heads of department to have before them the data

necessary to the consideration of every question of policy that may arise. Also if the accounts are kept in such manner as to bring the data before officers currently it is thought that they may be currently informed about what is going on, and watch the movements in the same manner as would the head of a great private corporation. To accomplish this, however, requires that all the accounts and current reports of the government be placed on a common basis—a work which necessarily will take much time and painstaking care. This means that practically every administrative process pertaining to the business of the government must be changed so that, instead of having a different system or technique in each accounting and disbursing office, there will be one general system or technique for the service.

*Provisions Made for Obtaining Information About State Government  
and Minor Jurisdictions*

About fifteen years ago a vigorous campaign was begun looking toward the better information of citizens and officers in states. This has been in a measure successful. In a large number of states, commissioners of accounts, public works commissions, state auditors, state controllers, and other offices have been created the purpose of which is to give intelligent consideration to this need. In 1902, the census bureau<sup>2</sup> made an inquiry that also included the cities, the result of which was to bring together this data on common lines. Illustration of the practical possibility of establishing a uniform classification based on the character of service rendered, may be found by reference to this report.

At the present time the data collected by the bureau of the census is of small value, not because it has not been carefully done, but because it does not include national expenditures and is not up to date. The last analysis of expenditures for states, and counties and minor civil subdivisions on common lines is for the year 1902, in other words, the information there is ten years old. Since that data an annual report has been made for cities but the last published report bringing together the data for cities is for the year 1908. This is too old to be of use for the purpose of giving to officers or to the people a perspective needed for thinking about any question of current business.

<sup>2</sup> Report on Wealth, Debt and Taxation.

*Provisions Made for Obtaining Information About Municipalities*

At large expense to the national government a staff has been maintained for currently collecting the financial statistics of cities from original sources. For this purpose the classification of the bureau which was used to tabulate the report of 1902 was much modified—the classification adopted by the National Municipal League being adopted instead. This provides for classifying expenditures by character as follows:

## I. Municipal expenditures:

1. Expenses (administration, operation and maintenance).
2. Interest.
3. Capital outlays.<sup>3</sup>
4. Payments on account of debt.<sup>3</sup>
5. Refunds.
6. Sinking fund and other investments.<sup>3</sup>

## II. Agency expenditures (county, state, etc.).

The same data were also classified in such manner as to show the character of service rendered or purpose under the following heads:

## I. General expenses and special service expenses.

1. General government (overhead).
2. The protection of life, health and property.
3. Health conservation and sanitation.
4. Highways.
5. Charities, hospitals and corrections.
6. Education.
7. Recreation.
8. Miscellaneous.

## II. Expenses of municipal service enterprises.

1. Heat and light systems (for service of city only).
2. Paving plants.
3. Repair shops.
4. Printing establishments.

## III. Expenses of public service enterprises.

1. Water supply systems.
2. Electric Light and power systems.

<sup>3</sup> The payment of debt and sinking fund installments would be sub-details of capital outlays under the commission classification referred to on p. 30.

3. Gas supply systems.
4. Markets and public schools.
5. Docks, wharves and landings.
6. Cemeteries and crematories.
7. Institutional industries.
8. All other enterprises.

The outline of general expenses as above set forth is further analyzed so as to show the content of each of the classes as for example, "general government" is so analyzed as to show: councils and legislative officers; chief executive offices, including the mayor's office and executive boards and commissions; finance offices and accounts including auditor or controller, treasurer or chamberlain, assessment of revenues, collections of revenue, other finance offices and accounts; general law offices; elections; courts, including general police or municipal, central municipal courts, superior courts, prosecuting attorney, sheriff or marshal; and general government buildings.

So too, "protection of life and property" is made to include: the police department; militia; fire department; miscellaneous inspection; and pounds. "Health conservation and sanitation" is made to include: the health department; quarantine and contagious disease hospitals; morgue; sewage and sewage disposal; street cleaning, and refuse disposal. The general caption "highways" covers general supervision; general street expenses; street pavements, sidewalks; bridges other than toll; snow and ice removal; street sprinkling; street lighting and miscellaneous. Under "charities, hospitals and corrections" are included: general supervision; poor in institutions; out-door poor relief; care of children and miscellaneous charities; hospitals; insane in institutions; prisons and reformatories. Under the caption "education" is placed: general administration and expenses; pensions and gratuities; elementary day schools; day high schools; normal schools and colleges; night schools; schools for special classes; contributions to schools maintained by other civil divisions; contributions to private schools; libraries; art galleries, museums. Under the caption "recreation" is placed: expenditures for parks and grounds; park police; zoological collections; play grounds; music in parks; trees in streets; baths and bathing beaches; celebrations and entertainments.

*The Obvious Advantage to be Gained Through Coordination*

The fact that these data had been assembled under common classification, that the inquiry reached to 159 cities, that it entailed the distribution of \$1,284,117,012 of expenditures, makes very clear that there are no practical difficulties that may not be readily surmounted. The practicability of adopting uniform categories of expenses for national, state and city government, so far as each of these might have expenditures of the classes adopted, is also evident from the results of the work of the President's commission.

Assuming that such a classification were adopted as a basis for current accounting and reporting, the utility is obvious. At the present time there is no means provided for obtaining these data in such form that they may be considered in perspective by congress, state legislatures, municipal councils or other policy-determining bodies. At the present time the American people are in the dark and the officer is laboring under a handicap which can be overcome by making available information as a basis for judgment.

Let us assume that the question of transportation facilities is to be considered. No one knows or has the means for finding out what transportation facilities are being provided by states, by municipalities, by minor subdivisions of states, and what by the government. The last report above referred to which provides this information for all the agencies other than the national government showed that about one hundred and sixteen millions of dollars was spent for highways, of which amount about twenty-three millions was spent for lighting, the balance being shown as other highway expenditures. This included streets of cities, the expenditures for which amounted to about twenty-six millions. The reported amount expended for good roads by states, as of that date, was \$4,679,976; by counties was \$28,521,545; by minor civil divisions other than cities \$34,615,587. Exactly what is comprehended in these expenditures and what were the expenditures for highways by the national government at this time is not known. The analysis which has been recently made by the commission shows expenditures by the national government for the promotion of transportation facilities as follows:

SUMMARY OF EXPENDITURES BY THE NATIONAL GOVERNMENT IN 1911 FOR  
PROMOTION OF TRANSPORTATION AND COMMUNICATION OTHER  
THAN POSTAL SERVICE

*Promotion of navigation:*

Providing charts, sailing directions, and the like	
Engineer Corps, Department of War.....	\$136,371.16
Coast and Geodetic Survey, Department of Commerce and Labor.....	883,585.26
	<hr/>
Providing, maintaining and improving public facilities for navigation:	<sup>4</sup> \$1,019,956.42
Lights, buoys and other aids to navigation—	
Bureau of Lighthouses, Department of Commerce and Labor.....	\$5,582,328.22
Officers of the Navy assigned to lighthouse duty.....	80,438.75
Officers of the Engineer Corps, War De- partment, assigned to lighthouse duty.....	1,230.32
	<hr/>
Total.....	5,663,997.29
Inland canals—Engineer Corps, War Department.....	1,646,306.73
Rivers and harbors—Engineer Corps, War Department...	31,521,398.10
Panama Canal—	
Isthmian Canal Commission.....	\$37,830,278.93
Engineer Corps, War Department.....	51,799.53
	<hr/>
Total.....	37,882,078.46
	<hr/>
Total.....	\$76,713,780.58
Rescue and relief of vessels in distress and of their seamen and passengers—	
Life Saving Service, Treasury Department...	\$2,398,487.95
Navy Department.....	50.00
State Department.....	16,023.82
	<hr/>
	<sup>5</sup> 2,414,561.77
Subsidies to steamship lines—Post Office Department.....	185,862.46
Other—International Congresses of Navigation, War De- partment.....	8,738.92
	<hr/>
Total.....	\$80,342,900.15

<sup>4</sup>This sum does not include expenditures by the Hydrographic Office of the Navy Department for the preparation of charts and sailing directions for sale and free distribution, as the amount of such expenditures has not been separately ascertained.

<sup>5</sup>In addition considerable sums are spent by the Revenue Cutter Service, Treasury Department, for the relief of vessels in distress (roughly estimated at about \$1,500,000), but such expenditures can not be separated from those made by the same service for other purposes.

Brought forward .....	\$80,342,900.15
<i>Promotion of good road building</i> —Office of Public Roads, Department of Agriculture.....	120,856.56
<i>Improvement of railway operation</i> —International Railway Congress, Department of State.....	400.00
<sup>6</sup> <i>Construction, operation, and maintenance of telegraph and cable lines</i> —Signal Corps and Line of the Army, War Department.....	277,082.36
Grand total.....	<u><u>\$80,741,239.07</u></u>

Between this data and that which is reported in the last report of the census bureau for all jurisdictions other than the national government, however, there is a gap of nine years, and there is such indefiniteness and lack of detail as to make the picture of very little practical use.

If each of the governmental agencies which has to do with the promotion of transportation facilities were required to adopt a common classification and form of report (as the government now requires of railroads), legislators, executive officers and the public might think and act with some intelligence about questions of policy relating to the subject. Having such common classification and common form of reporting the annual estimates and statements of expenditures placed before congress would not only reflect what the nation is doing or proposing to do but might also reflect what each state and city is doing and what each state and city is proposing to do.

Let us assume again that the provisions which should be made for the protection of public health form a subject which should be inquired into. The ten-years-old report of the bureau of census shows a total expenditure by governmental agencies other than the national government of \$9,460,520. Of this amount about \$4,289,825 was expended by cities; \$1,373,307 by states and territories; \$1,898,759 by counties and \$1,098,630 by minor civil divisions. The analysis of expenditures for the year 1911 for the national government which was made by the commission shows that through these agencies \$6,132,739.26 were expended for the protection of public health distributed as follows:

<sup>6</sup> These expenditures (for the Washington-Alaska telegraph and cable system) are largely for military purposes.

**SUMMARY OF THE EXPENDITURES OF THE NATIONAL GOVERNMENT IN 1911  
FOR PROMOTION AND PROTECTION OF THE PUBLIC HEALTH**

*Research:*

## In pathology and medicine—

Public Health and Marine Hospital Service, Treasury Department.....	\$152,388.25	
Several international associations, State Department.....	21,934.60	
		<hr/> \$174,322.85

In human nutrition—Office of Experiment Stations, Department of Agriculture.....	13,246.43	
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In entomology as affecting public health—Bureau of Ento- mology, Department of Agriculture.....	2,859.70	
		<hr/>

Total.....		<hr/> <hr/> \$190,428.98
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*Relief of sick and injured:*

## Merchant seamen—

Public Health and Marine Hospital Service, Treasury Department.....	7\$983,773.53	
Hospital at Panama and Cape Town, State Department.....	550.00	
		<hr/> \$984,323.53

Negroes—Freedmen's Hospital, Interior Department.....	139,855.57	
		<hr/>

Total.....		<hr/> <hr/> \$1,124,179.10
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*Control and improvement of food, drug, and water supply:*

## Control and improvement of production of—

Meat—Bureau of Animal Industry, Depart- ment of Agriculture.....	\$3,076,977.91	
Renovated butter—Bureau of Animal Indus- try, Department of Agriculture.....	14,116.10	
Market milk—Bureau of Animal Industry, Department of Agriculture.....	9,420.23	
Farm and city water—Bureau of Plant In- dustry, Department of Agriculture.....	324.01	
		<hr/> \$3,100,838.25

## Control of traffic in foods and drugs—

Bureau of Chemistry, Department of Agri- culture.....	\$761,083.04	
International Investigation of Opium Evil, State Department.....	9,119.15	
		<hr/> 770,202.19

Total.....		<hr/> <hr/> \$3,871,040.44
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Amount forward .....	\$5,185,648.52	
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<sup>7</sup> Includes unimportant expenditures, not separately ascertained, for medical inspection of men of the life saving service and other government establishments.



Brought forward .....	\$5,185,648.52
<i>Prevention and eradication of contagious diseases:</i>	
Maintenance of National quarantine—Public Health and Marine Hospital Service, Treasury Department.....	\$477,254.33
Preventing spread of epidemics—Public Health and Marine Hospital Service, Treasury Department.....	307,606.37
Immigrant inspection—Public Health and Marine Hospital Service, Treasury Department..	162,722.83
Total.....	947,583.53
Grand total.....	<u>\$6,133,232.05</u>

This does not include the amount expended by the national government for the medical care of commissioned and enlisted men in the army, the navy, and the marine corps, which reaches a total of \$8,035,802.71 in addition.<sup>8</sup> Although there is a gap of nine years between the figures shown by the census bureau report for cities, states, counties, and other local agencies, by comparison it is evident that the national government is one of the large factors in the problem of health conservation and necessarily must be. In handling this problem, however, all officers and the people in their thinking about the work of the government must labor at a disadvantage until more definite and up-to-date information is made currently available.

The subject of the administration of justice is a subject of immediate concern. It is evident that in this the local jurisdictions must always be an important factor. The returns by the census bureau above referred to show that the cost for courts other than federal was \$39,934,903. This was distributed as follows:

State and territorial courts.....	\$10,428,931
County courts.....	21,178,396
City courts.....	6,211,187
Courts of minor civil divisions.....	5,165,550

This does not include the law officers of state and local jurisdictions on account of which there were expended \$7,196,691. To this must be added the cost of federal courts. For the year 1911 the analysis shows that the cost of federal courts was \$5,036,566. While

<sup>8</sup> Not including \$6,027,421.51 expended for conducting old soldiers' and sailors' homes which also maintain hospital wards and dispensaries.

the jurisdiction of the federal courts and state courts is established by constitutional law, nevertheless, the intimate relation of courts to subjects of public welfare is one which would make it of advantage at all times to have before the people such data as may indicate the operation of courts within the different jurisdictions and one of the means of getting to the facts bearing on questions of welfare is through financial statements and in consideration of appropriations. The fact that one jurisdiction or another is established by constitutional law is no reason why, if need be, constitutions may not be amended and the whole machinery of adjudication changed to adapt it best to the protection of the individual.

What is the expense of law making is one of special interest. What does it cost to make our laws, and is the public getting the information to which it is entitled? Our ten-year-old data show that the cost of legislation other than national was \$7,301,063. Of this \$4,689,914 was the cost of state legislation. The cost of national legislation as shown by the recent analysis for 1911 was \$11,073,660. Assuming that up-to-date current information were at all times available and that statements of fact contained such analysis as would indicate the cost of various kinds of agencies employed as in legislation, such as the cost of special commissions, legislative reference bureaus, legislative counsels, salaries of legislators, mileage, etc., these facts might have an important bearing on the subject in constitution making, as well as in statutory organic acts and more especially in gaining for measures which are intended to make legislators more efficient, the popular support required.

All of the items indicated in outlines of the classification and in standard forms of reports should be subjects of primary concern to the people—subjects to which the energies of government are directed and to which public officers are giving their best thought and energy. To become efficient, however, to accomplish such results as will gain public support for government enterprise, requires that there be such an assembling of data as will enable not only the various organs of publicity and the agencies through which public opinion is expressed to keep in touch with live facts of government, but such as will enable persons in position of official responsibility in the many governmental agencies to come into close co-operation; the desideratum would be to enable the national, state and municipal agencies to work hand in hand for the welfare of the people.